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Some Thoughts Pertinent to
Documents Division Reorganization

(as Proposed)

1. A responsibility of the Management Staff in regard to organization changes, and one reason why its concurrence is required by T/O procedures, is to assure that the structures of the various Agency components conform to good management practices.

2. The question of 'span of control' is particularly pertinent in this instance.

a. Within a component there are reasonable maximum and minimum breakdowns which must be considered if the component is to be easily managed.

(1) If too many sub-units are established, the span of control is broadened and the supervisor has too many subordinates who must report directly to him. Also, if the component is an Office or a Division, a maximum breakdown creates excessive overhead as compared to the working levels - every one is a Branch or Section Chief, each with relatively few workers assigned. Functions and responsibilities are spread so thinly that there is poor chance for coordinated action, and the entire component is hard to manage.

(2) Conversely, if the component is organized into too few elements, the span of control is narrowed unnecessarily. Elements that should be Branches become Sections, those which should be Sections become "units. The grades of all personnel are subject to re-evaluation in view of less responsibility and the added layers of supervision. With only two Branch Chiefs reporting to the Division Chief, as in this proposal, his management duties become less and there is a strong possibility that he will become involved in detailed Branch and Section problems the solution of which are better handled by the "boss" close to the problem.

(3) Somewhere between the maximum and the minimum lies the correct balance. The type of activity of the component has some bearing on this problem but, generally, four to seven elements reporting to a supervisor is considered to be a workable range.

(4) There is nothing new in the operation of the Documents Division that would distill the narrowing of the Division Chief's control to two Branches, particularly in view of (2) above.

b. Within a component, the sub-elements should be formed around like or related functions or activities. In this instance the Analysis Branch is a good example of the well formed structure. Its four sections, each of about the same size, all are doing almost identical work, and have a clearly definable part of the Division mission. On the other hand, the proposed Control Branch, bringing together as it does three elements having totally unlike activities and interests, unlike levels of personnel, and operating in completely different fields, can only be interpreted as an attempt to force

whether an organization to support questionable positions and unnecessary overhead. Operationally, there is little relation between the three elements of the proposed Branch; neither is there any relationship between them and the CIA Top Secret Control Officer - even the TS Section, which must operate under Agency TS control regulations, has little reason to be under the administrative control of the Agency TS Control Officer. (As a matter of fact, the Officer in question would be more properly attached to some Agency Staff element, outside the substantive components, to devise the procedures, checks and balances necessary to safeguard the processing of highly classified material within the whole Agency. Each staff, support and substantive component should then have a person named, as an added duty, to see that the particular element complied with pertinent regulations. This Officer's placement within any substantive component tends to subordinate the Agency interest to that of the component and also weakens his position in dealing with other elements of equal or higher status; he becomes identified with the component to which he is attached, rather than with the Agency as a whole. Be this as it may, his assignment within OCR should not be a reason to create an un-natural Branch to justify a Deputy or forestall possible reclassification action. The present Officers job was initially classified on its staff duties alone and should be made to stand or fall on that basis.)

3. The following is a general discussion of the elements involved in the present proposal:

a. TS Control Section: This element, because of the nature of the material handled, must operate under the rules and regulations of the Agency as to the control and protection of highly classified documents. Its substantive operations are those of the OCR Documents Division mission. It performs all Documents Division tasks, except some coding and dissemination, plus doing its own filing, and plus compliance with pertinent TS and other classified material regulations. From an operational standpoint, it would be more correctly attached to the Analysis Branch because of the level of its operations and the grade structure of its people. Being a small, well established element it would add little to the supervisory load of the Analysis Branch and, if so placed, would receive adequate substantive direction from the Chief of the Analysis Branch.

b. Cable Section: This element, because of its mission, its service to the DCI, OCI, other Agency components, and to OCR, could be properly attached to any one of several Agency organizations and operate equally well. The fact that it has been made a part of OCR and has been internally assigned to the Documents Division, is no reason to relegate it to sectional status with other elements having no relation to its mission. Sectional status adds nothing to its prestige in dealing with other Agency components and with other Agencies, and certainly does nothing to support the two top grades in the group. The Cable Section is a well established autonomous operation having nothing in common with the analysis and clerical processing activities of the Division and no connection with the TS Control Section, other than compliance with common interest regulations. Branch status for this element seems fully justifiable and its administration as a Branch would not place any great additional burden on the Division Chief.

c. Processing Branch: This Branch is concerned with the receipt, sorting of documents by category and/or source, batching for processing and microfilming, some recording, considerable standard distribution, typing,

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and the distribution of documents and cards following Analysis Branch processing. While the tasks actually performed are of a relatively low grade, the volume and diversity of the documents and the several procedural systems applying to the different categories of documents, creates an administrative problem in the operation of this element. In addition, the Branch is responsible for the production and processing control system in the Division, the followup on batches in process over a specified number of days, and for advising the Division Chief on such cases. The Branch also conducts searches for documents or batches which must be located during their processing cycle or which may have become mislaid or delayed. This control system will most certainly be continued no matter how the Division structure may be changed. The proposal to make this Branch a Section of a new Branch and delete one GS-9 position from the present Office of the Branch Chief, leaves no one in the proposed Section to perform these tasks - certainly they can not be assumed by the proposed Deputy GS 12 or 13.

d. Analysis Branch: This Branch has been organized in its present form for several months. The four Sections are setup to conform to the major categories of documents by Source. The processing for each is slightly different but in general all the Sections perform the same tasks and activities. The Sections are staffed and supervised by persons having experience and other qualifications to indicate full ability to administer their Sections without unnecessary load being thrown on the Branch Chief. This Branch also performs some coding and dissemination for documents processing through the TS Control Section - this being the only phase of TS Document processing not performed in the TS Section. This relationship is a further argument for attaching the TS Section to the Analysis Branch, and, like its own Sections, is so staffed and organized as to add little additional load on the Chief of the Branch. This would bring the Branch T/O to 55 - however, this is 4 below the T/O proposed for the proposed new Branch, with a far worse management problem because of the diverse interests which are brought together.

4. In conclusion, the Management Staff position concerning the Documents Division organization is:

a. The Division structure should conform as nearly as possible to a logical operational breakdown of tasks - see proposed structure chart

b. The TS Section as now operating is properly a part of the Analysis Branch, operating within pertinent Agency regulations and taking only technical direction from the Agency TS Control Officer

c. The Cable Section is entitled to Branch status and should be setup.

d. The Processing Branch, as now organized, should continue as a Branch

e. The CIA TS Control Officer (with his other titles) should be assigned to the Office of the Division Chief and should carry out his Agency and other staff duties from there - the Division Sec'y to furnish a minimum of secretarial support, with any major typing or reproduction jobs being performed by the Typing Section, Processing Branch.

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f. Possible deletions of positions can be:

- 1 GS 12 (former head of the Release Section)
- 1 GS 5 (former Secy, Sp. Control Branch)
- 1 GS 9 (formerly in Office of Proc. Br. Ch. -
this position volunteered for deletion
in the OCR proposal)
- 1 GS 5 (Sec'y to Ch. Proc. Br. - this deletion
predicated on the observation that the
Typing Section can provide the clerical
typist support actually necessary to the
Proc. Br. Chief)

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